

I.O. 9583

## C. I. D. REGISTRY

**FILE No.**

**SUBJECT:**

Specification Book of stay  
and bid off 112 years, and  
shall be in Local Bureau

SENT TO

**NAME**

**DATE**

C. I. D.

18  
9583.

FILE No.

**SUBJECT:**

**SUBJECT:**  
Post office at Chambal  
Registration of a bill of exchange  
Liaison office at Ningpo  
Letter of credit

SENT TO

**NAME**

**DATE**

1. Longleaf Pine  
No 21<sup>st</sup> 2.

## NEW PLAN TO UNDERMINE AUTHORITY IN THE SETTLEMENT

Nanking's Social Bureau to Take Control in All Disputes  
Between Capital and Labour

### A POWER BEHIND THE PROVISIONAL COURT

There have recently been promulgated from Nanking, a set of regulations that call for the establishment of a Social Bureau, or Board of Arbitration, in various districts of China which is designed to be the final word on disputes between Labour and Capital, and which will be totally under Chinese control.

There will be five members of each governing board and it is understood that the Social Bureau of the Municipality of Greater Shanghai in an effort to enforce the rules made by that body, and to give the organization greater standing, have approached the President of the Provisional Court with a view to his sitting as a member of the Governing Committee of the Board of Arbitration which sits in Chinese territory.

Such action would mean that the Social Bureau, under the control of the Kuomintang in Chinese territory, would function as a special court on cases arising in the International Settlements; on industrial disputes, would obviously conflict with the powers of the Provisional Court under the Rendition Agreement.

#### Foreign Rights Overridden

It would also seem to be the thin edge of the wedge to ignore extraterritorial rights now enjoyed by foreign industrial organizations operating in the International Settlements.

A translation, from the Chinese, of the rules of organization of the Social Bureau, reveals that sweeping powers are granted to the governing committee and leads to the inevitable conclusion that the whole institution has been organized purely to cause confusion to the Settlement Authorities in their jurisdiction over the International Settlement and the labour disputes that arise within its boundaries.

Article 4 of the General Provisions specifies just what disputes are to be brought before the Board of Arbitration "when the efforts to mediate between the parties prove a failure: (1) Disputes arising in arsenals; (2) Disputes arising in water, electricity or gas works and any other establishment catering to the needs of the general public; (3) Disputes arising in respect to post, telegraph, telephone, railway, tram, shipping and bus service."

#### No Limit on Action

Article 5, however, contains the

real "joker" and reads, "Submission of any dispute other than those referred to in the preceding article to the Board of Arbitration upon application of the contending parties, or when, owing to the fact that the dispute is one of serious nature and has dragged along for more than a month, it is considered necessary by the executive office to refer the matter to the Board of Arbitration."

Article 6 is along the same broad line, "Submission of disputes to the Board of Arbitration only when the effort to mediate between the parties has proved a failure. This does not apply to cases where the parties agree directly for arbitration."

Article 15 in Section 2 refers to the Board of Arbitration and states that it shall consist of five persons as follows: "One representative of the provincial government or the special municipality; One representative of the provincial headquarters (or the Shanghai branch) of the Kuomintang; The Presiding Judge of the Local Court or his representative; One representative of each of labourers and capitalists not immediately concerned in the matter under dispute.

It will be fully as interesting to see just who is picked as a representative of labourers and capitalists in questions concerning foreigners that may be brought before the Board, as it will be to watch the action taken as under Article 5 concerning "any dispute other than those referred to" and "owing to the fact that the dispute is one of serious nature and is considered necessary by the executive office to be brought before the Board of Arbitration.

#### The Board of Arbitrators

An attempt at defining the former question, however, is made in Article 16, reading, "In June every year the Provincial Government or the Municipal Government shall order the organized body of labourers and that of the employers in its district to name each 15 to 30 persons eligible to arbitratorship and submit lists of their names to the proper office, so that in case of need, arbitrators may be selected from among the listed persons."

The clause relating to the Chairmanship of the Board of Arbitration reads that "when the Board is convened by the Provincial Government,

(Continued on Page 14.)

a representative of the Provincial Government shall assume the Chairmanship. When the Board is convened by the Municipal Government a representative of that body shall act in a similar capacity."

Arbitration is treated in Section 2 and Article 34 is of especial interest. "The parties may effect an amicable Settlement irrespective of the stage of arbitration; provided that the terms of the Settlement shall be submitted to the Board of Arbitration for approval."

#### Restrictions on Disputants

Chapter 4 is worth quoting in its entirety as it concerns the restrictions on the actions of the contending parties:

Art. 35.—The employers and the employees engaged in the industries referred to in Article 4 shall not strike or suspend business, on account of dispute between labour and capital.

Those engaged in other lines shall not strike or suspend business during mediation or arbitration.

No employers of any commercial establishment shall dismiss labourers during mediation or arbitration.

The period for mediation or arbitration shall commence from the day immediately after the convening of the Committee of Mediation or Board of Arbitration.

Art. 36.—Labourers or labour unions shall not do the following:—

- (1) Sealing of shops or factories.
- (2) Seizure or destruction of furniture and furnishings of any shop or factory.
- (3) Compelling others to strike.

And there follows an equally interesting clause on payments of wages during strikes:

Art. 37.—The question of payment of wages during strike shall be decided together with the matter under dispute by the Mediation Committee or Board of Arbitration.

#### Consuls Considering Action

A finer view of what the Nanking Government has in store for the authorities in the Settlement is contained in Article 44 which says, "Following the enforcement of these regulations, all laws and ordinances previously promulgated by the central or local government relating to controversies between labour and capital shall be rescinded."

It is known that the Consular Body has been considering the Social Bureau and its various ramifications in the light of possible conflict with the Rendition Agreement and the legality of the matter has been gone into at some length but no action has been taken as yet, though the matter is receiving careful scrutiny.

19. 6. 28  
Information  
Wh 26/28  
J.W. 22/10/28

## (C.I.D.) Office Notes

25  
November 26, 1928.

Enquiries show that the following establishments (against which summonses have been issued by the Provisional Court at the instance of the Bureau of Social Affairs, Municipality of Greater Shanghai) HAVE NO AGENCIES OR BRANCHES OUTSIDE THE INTERNATIONAL SETTLEMENT. -

## 1. Summons 3436.

Zung Lee Printing Company,  
60 Kiangse Road  
(Proprietor.- Fang Shih-kuei)

## 2. Summons 3877.

Ioh Tsong Co Rice Shop,  
533 Tsepco Road  
(Proprietor.- Loh Vung-zau)

## 3. Summons 3976.

Ung Yoen Rice Shop,  
232/3 Annam Road  
(Proprietors.- Shih Tien-kyung  
Shih Ong-hyung)

## 4. Summons 3975.

Doong Fah Rice Shop,  
289/90 Cunningham Road  
(Proprietor Mo Yoeh-zung)

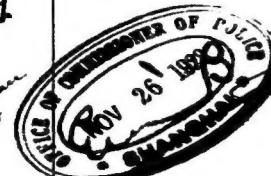
## 5. Summons 3974.

Foong Yue Rice Mill,  
2468/70 East Seward Road  
(Proprietor Chang Nyan-hui)

In the matter of the Shanghai Silk Dyeing Guild, 301 Kweichow Road (Summons 4008), enquiries have not concluded but it is known that several of its members have business interests in French Concession and Chinese territory.

*Mr. W. H. Robertson*  
C. I. D. I.

A/D.C.I.



Information. The above gives the information you require. Only one of the six have interest abt. (X)

*25/11*

*St. James  
S.A.C.I.*

Copy to Chamber  
26-11-28

File No.

109583.

(C.I.D.) Office Notes

November 14, 1928.

D. C. I.

~~MS/~~  
The two Workmen's Social Centres established at 715 Gordon Road and 254/5 Wetmore Road respectively by the Department of Social Affairs, Municipality of Greater Shanghai, have closed down. All fittings and furniture have been removed.

Thos Robertson

C. D. I.

Information  
14/11/28

W. G. B.  
14/11/28

## China's Labour Problem Grows More Intense

### Bureau Of Statistics Attempts To Solve Problem By Compilation Of Figures Which Has Led To Formulation Of Definite Plan

Summarizing the work of the Bureau of Statistics of the Department of Social Affairs in regard to labour statistics, Mr. T. Y. Tsha states:—

Although the industry of China is yet in its infancy, the labour problem is growing more serious and intense. Being a commercial and industrial centre, Shanghai is infested by disputes between the capitalists and the working class so that the solution of labour questions has become impending. In order to render assistance to the administration of labour problems, the Department feels the necessity of compiling labour statistics. In the course of a year a definite plan of compiling statistics on wages, labour strikes, labour disputes, cost of living, unemployment and industrial accidents has been formulated. In addition, the Department is also translating books on labour statistics and planning the publication of the results of its investigation. The following is a summary of the work done by its Bureau of Labour Statistics.

#### Main Cause Of Strikes

Wages form the focus of disputes between capitalists and labourers. Without statistics on wages and on labourers' cost of living, no one is in a position to say whether or not their present income could meet their cost of living. Seeing the pressing need of these statistics, the Bureau began to make preliminary investigations on wages in the writer of 1927. Views of the managements of different factories and of the representatives of various industries were sought, and ledger forms were obtained and studied. As a result of careful analysis, a monthly tabular sheet was ready for use. The period from January to June, 1928, was of try-out investigation. Tabular sheets were mailed to the factories at the end of every month as we are still doing at present, and trained investigators were sent to give necessary explanations and to assist the managements in the filling of blank forms. It was not until May, however, that the Bureau was able to pick out the representative factories which are expected to supply it regularly with the necessary data hereafter. Meanwhile, circulars were sent to experts both at home and abroad in order to get their views and advice. In July the work was in

order and is now looking forward for further improvement. The results of investigation will be published in the form of a report, which will appear in our Weeklies.

#### Labour Strike Statistics

Beginning from January, 1928, the publication of monthly reports on labour strikes, based upon the results of our investigation has been in progress. The various items on this report are line of business, nationality of the management, number of strikers, number of factories, companies or stores affected, duration of strike, cause, and principal terms of settlement. This report is duly published at the beginning of every month in our Weekly and the local newspapers, both Chinese and English. For the sake of accuracy and completeness, the reports are revised with an insertion of missed cases and a correction of figures. A detailed account of each case is compiled, setting forth the cause, the workers' demand, the progress of the case, and the settlement. Besides, we publish a semi-annual report at the end of the first six months of every year and an annual report at the close of every year. These reports will serve as a source of material to those who make a study of labour questions and as a key to the solution of these questions to those who are in charge of labour administration.

Disputes are not so serious in nature as strikes. However, their number, being many times that of strikes, is so great that they must not be overlooked. Since July, 1928, we have been compiling monthly reports on disputes and publishing them in our Weekly and the newspapers. The various items are nature (disputes between labourers and the managements, and those between labourers and labourers), line of business, nationality, cause, number of workers involved, duration of dispute, number of factories, companies, stores, etc., affected, and terms of settlement. A revision of the reports takes in any case that was too late to be included. Each case is given a detailed account with materials available. The Department and in other organizations. Semi-annual and annual reports are also to be compiled.

#### Unemployment Figures

The distress of the unemployed workers can better be imagined

than described. Very often unemployment results in suicide and moral failing, which cast a shadow over the society. The Department is attempting to start a workers' recommendation bureau. A more important measure, however, is to find out the causes and effects of unemployment, but investigation along this line is by no means easy. The labour unions are not in a position to submit to us monthly reports on the number of unemployed workers in Shanghai. As a result, our repeated attempts at this compilation have proved to be fruitless. Another difficulty lies in the fact that most unemployed workers, once registered, never think of informing us when they have found jobs by themselves with the result that unemployed workers seem to be ever increasing. In spite of these difficulties, we have started our work. As periodical investigations need a larger staff, we have to be satisfied with annual ones. One former work along this line was in the nature of an experiment and the forms used were found defective. (The results of the present investigation will be made known to the public in due course.

Statistical work goes beyond computation and compilation. The goal toward which it is directed is the publication of results, which may serve as a basis for study to those who are interested in the labour problem, and as a guide to those who are in charge of labour administration. This Bureau is looking forward to the publication of reports on wages, labour strikes, labour disputes, etc. that the results of our investigation may be made known to the public.

In addition to these, we have also translated the following:

Methods of Statistics of Unemployment.

Methods of Compiling Cost of Living Index Numbers.

Methods of Conducting Family Budget Enquiries.

Methods of Compiling Statistics of Industrial Disputes.

Cost Of Living

The wage index indicates the rise and fall of workers' monthly earning and the statistics on the cost of living will show the ups and downs in their daily expenditures. The two are so closely related that the absence of one would make impossible the requirement of a sound knowledge of the workers' condition. Therefore, the compilation of statistics on cost of living should be taken up simultaneously with the compilation of statistics on wages.

The methods of compiling statistics on cost of living are generally known as the expenditure method and the family budget method. The latter is preferred because the number of families that our investigation is to cover may be enlarged or reduced so as to be adaptable to our resources.

This Bureau has adopted the family budget method. Efforts have been made in reaching at the standard family, the choice of a base year, the form of the worker's family budget records, the period of investigation, the number of commodities to be included and the formulas for computing index numbers. Thus, the work on the cost of living of labourers is now well under way.

#### Industrial Accidents

Industrial accidents are seen on the papers from day to day. What has caused them still needs to be ascertained. To this end, the Department has already published a pamphlet on this subject and distributed copies of it to the various factories. The compilation of statistics on industrial accidents will have to be taken up in the nearest future. Printed forms will be sent to the factories, labour unions and hospitals of this locality to be filled and returned regularly. Cases of a serious nature will be duly investigated. The statistics thus compiled will tend on one hand to secure workers' safety and on the other to increase their efficiency.

The significance of statistical investigation and compilation lies in bringing to light the true aspect of a problem by means of facts and figures. In order to acquire a better knowledge of the conditions of different places, the facts and figures of these places should be compared. To facilitate comparison the methods should be standardized, for standardization makes it possible to combine the statistics into statistics of the whole country. International comparison would be possible when

nations adopt the same methods of compilation. The International Labour Office at Geneva has this object in view. This Bureau, though its work is confined to one city, aims at the standardization of statistical methods in so far as it is possible.

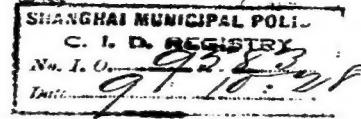
Co-operation and division of work among the leading statistical organizations in this city, are to be promoted so as to avoid unnecessary duplication of work. Statistical work that is waiting to be taken up is plenty enough to keep different organizations busy, and so it is hoped that the various organizations will not direct their energy of the same channel.

D. C. . D. C. .

Information

H. R. 2/26  
S. J. D. Reg. Please file 9/11/28 12:11:28  
9/11/28

P



October 8, 1938.

Sir:

Social Bureau of Greater Shanghai  
Special Municipal City.

I have the honor to bring to your attention what seems to me to be a matter of very considerable importance to the administration of the International Settlement and, as it is one of some urgency, to request that I be favored with the views of the Consular Body regarding the matter at as early date as its convenience may permit.

A so-called Bureau of Social Affairs has been established in Nantao, presumably under the aegis of the National Government, but what in reality would be more accurately termed a Labour Bureau, since it appears to be primarily concerned with labour questions and disputes.

This Bureau is attempting to function in the Settlement by collaborating with the Provisional Court which issues summonses or warrants at the instance of the Bureau.

I enclose herewith for your information two

Oct. 8, 1928.

specimens of these warrants.

The attempt by a Labour Bureau located outside the Settlement to enforce its decrees and orders upon residents of the Settlement by means of process issued by the Provisional Court in what are apparently purely <sup>only</sup> ~~experte~~ proceeding s, seems to me not/without legal justification, or precedent, but a most dangerous doctrine for the Foreign Authorities to recognize, and one which might be extended in many ways detrimental to the administration of the Settlement.

In the interim, until the views of the Consular Body have been received, the Police will not execute warrants of the class of the enclosed specimens.

I realize that the strict legal right of the Council to decline to execute these warrants may be open to argument, but under existing conditions expediency is a factor which often cannot be ignored.

I have the honor to be,

SIR,

Your obedient servant,

S. FESSENDEN  
Chairman.

Oct 1  
F. S. Cunningham, Esq.,  
American Consul-General  
and Senior Consul,  
Shanghai.

OCT 8 1928

Aug 8

Franklin B. S.  
Donald G.  
Knobles  
W. H. G.  
9/10/28

169585  
C 892

5. 10. 28

October 5.

28.

The Acting Secretary,  
S. H. C.

Bureau of Social Affairs.

With reference to my report of September 18, I have to draw the Council's attention to further interference by the above mentioned Bureau and suggest that this matter be placed before the Consular Body in order that the continual interference by this Bureau in Municipal affairs within the Settlement be terminated. This Bureau of Social Affairs may in fact be termed a Labour Bureau, it is situated at Nantao and is concerned with the settlement of labour disputes, strike statistics, etc. In order to function in the Settlement this Bureau invokes the assistance of the Provisional Court and a sample of the charge on a summons issued by the Provisional Court on October 3 is forwarded herewith. As in the case referred to in my letter of September 18, these summonses have been held up pending instructions. It will be noticed that in sample "B" the summons is issued at the instance of the Greater Shanghai Municipality and here again there would appear to be interference in Settlement affairs by the Chinese Authorities.

Indue Sec He  
6.4.28  
J. M. Barrett

(Sd) E.M. Barrett.

Commissioner of Police.

SAMPLE "A"

COPY

IN THE SHANGHAI PROVISIONAL COURT

Name, Age, Occupation and Address of Person Summoned	Loh Yung Zau "Loh Tsoong Oo Rice Shop", Tsepoo Road
Charge or for what reason summoned.	For that you being a rice shop keeper on the 1 / did fail to carry out certain terms which were approved by you with arbitrators thereby causing rice shop assistants to strike.
Time and date to appear.	at 2 p.m. on the 8-10-28 Court Room No. _____
Remarks.	Summons issued at request of Social Bureau of Greater Shanghai Special Municipality.

COPY

SAMPLE "B"

IN THE SHANGHAI PROVISIONAL COURT.

Name Age Occupation and Address of Person Summoned.	The Shanghai Silk Dyeing Guild Yoong Bing Li, Kweichow Road.
Charge of for what Reason summoned	For that the abovementioned Guild on the // did fail to carry out certain terms which were approved by capitalists and labourers.
Time and Date to appear	AT 2 P.M. ON THE 8-10-28 Court Room No. _____
Remarks	Summons issued at request of Greater Shanghai Municipality

(C.I.D.) Office Notes

File No.

4/10/28

Attached ~~five~~ summonses are further illustrations of interference, with the aid of the Provisional Court, by the Social Bureau of Greater Shanghai Special Municipality with lawful business establishments situated within the limits of the International Settlement, and I beg to ask for instructions in the matter

J. H. S. Robertson

C. I. D. 1.

Information. I presume these summonses <sup>will</sup> be held up pending further instructions via papers below.

CP 4/11/28

**SUMMONS**



**In the Shanghai Provisional Court**

Name Age Occupation and Address of Person Summoned	Loh Vung Zau. "Loh Tsong Oo Rice Shop, Tsepoo Road.
Charge or for what Reason summoned.	For that you being rice shop keeper as the / / did fail to carry out certain terms which were approved by you with arbitrators thereby causing rice shop assistants to strike.
Time & Date to appear.	at 2 p.m. on the 8-10-28
	Court Room No. ....
Remarks.	Summons issued at request of Social Bureau of Greater Shanghai Special Municipality.

*Judge:*.....

*Clerk:*.....

*Dated*..... *day*..... *month*..... *year of the Republic of China*

**N.B.—This summons is to be cancelled and kept with the file upon appearance in Court of the person summoned.**



RECEIPT FOR THE SUMMONS

In the Shanghai Provisional Court

Name Age Occupation and Address of person Summoned	Loh Vung Zam, Loh Tsoong Go Rice Shop, Tsepoo Road.
Charge or for what Reason summoned.	For that you being rice shop keeper on the / / did fail to carry out certain terms which were approved by you with arbitrators thereby causing rice shop assistants to strike.
Time & Date to appear.	at 2 p.m. on the 8-10-28
Court Room No.	
Remarks.	Summons issued at request of Social Bureau of Greater Shanghai Special Municipality.
Chop or Signature the person Summoned.	

Judge: \_\_\_\_\_

Clerk: \_\_\_\_\_

Dated \_\_\_\_\_ day \_\_\_\_\_ month \_\_\_\_\_ year of the Republic of China

N. B. -This document is to be brought back by the Judicial Police and handed in for cancellation and kept with the file.



**SUMMONS**

**In the Shanghai Provisional Court**

Name Age Occupation and Address of Person Summoned	Sze Ong Hyuin. "Ung Nyeon Rice Shop", Annan Road.
Charge or for what Reason summoned.	For that you being <del>the</del> rice shop keeper on the / / did fail to carry <del>out</del> certain terms which were approved by you with arbitrators thereby causing rice shop assistants to strike.
Time & Date to appear.	at 2 p.m. on the 8-10-28
Court Room No.	
Remarks.	Summons issued at request of Social Bureau of Greater S'hai Special Municipality

*Judge:*.....

*Clerk:*.....

Dated \_\_\_\_\_ day \_\_\_\_\_ month \_\_\_\_\_ year of the Republic of China

**N.B.—**This summons is to be cancelled and kept with the file upon appearance in Court of the person summoned.



RECEIPT FOR THE SUMMONS

In the Shanghai Provisional Court

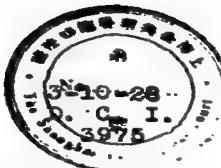
Name Age Occupation and Address of Person Summoned	Sze Ong Hyuin, *Ung Nyeon Rice Shop, Annam Road.
Charge or for what Reason summoned.	For that you being <del>the</del> rice shop keeper on the / / did fail to carry out certain terms which were approved by you with arbitrators thereby causing rice shop assistants to strike.
* Time & Date to appear.	at 2 p.m. on the 8-10-28
Remarks.	Court Room No _____ Summons issued at request of Social Bureau of Greater S'hai Special Municipality
Chop or Signature the person Summoned.	

Judge: \_\_\_\_\_

Clerk: \_\_\_\_\_

Dated \_\_\_\_\_ day \_\_\_\_\_ month \_\_\_\_\_ year of the Republic of China

N. B. - This document is to be brought back by the Judicial Police and handed in for cancellation and kept  
with the file.

**SUMMONS****In the Shanghai Provisional Court**

Name Age Occupation and Address of Person Summoned	Mee Yoh Zung. "Doong Fah Rice Shop", Haining Road.
Charge or for what Reason summoned.	For that you being rice shop keeper on the / / did fail to carry out certain terms which were approved by you with arbitrators thereby causing rice shop assistants to strike.
Time & Date to appear.	at 2 p.m. on the 8-10-28
Court Room No.	Summons issued at request of Social Bureau of Greater Shanghai Special Municipality.
Remarks.	

*Judge:* \_\_\_\_\_

*Clerk:* \_\_\_\_\_

*Dated* \_\_\_\_\_ *day* \_\_\_\_\_ *month* \_\_\_\_\_ *year of the Republic of China*

**N.B.**—This summons is to be cancelled and kept with the file upon appearance in Court of the person summoned.

RECEIPT FOR THE SUMMONS



**In the Shanghai Provisional Court**

Name Age Occupation and Address of person Summoned	Hoo Yeh Zung "Doong Yah Rice Shop" Haiming Road.
Charge or for what Reason summoned.	For that you being rice shop keeper on the // did fail to carry out certain terms which were approved by you with arbitrators thereby causing rice shop assistants to strike.
Time & Date to appear.	at 2 p.m. on the 8-10-28
Remarks.	Court Room No. _____ Summons issued at request of Social Bureau of Greater Shanghai Special Municipality.
Chop or Signature the person Summoned.	_____ _____ _____ _____ _____ _____

*Judge:* \_\_\_\_\_

*Clerk:* \_\_\_\_\_

*Dated* \_\_\_\_\_ *day* \_\_\_\_\_ *month* \_\_\_\_\_ *year of the Republic of China*

*N. B.*—This document is to be brought back by the Judicial Police and handed in for cancellation and kept  
with the file.



SUMMONS

In the Shanghai Provisional Court

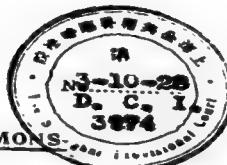
Name Age Occupation and Address of Person Summoned	Tsang Nyui Sien, "Foong Yui Rice Shop", East Seward Road.
Charge or for what Reason summoned.	For that you being rice shop keeper on the / / did fail to carry out certain terms which were approved by you with arbitrators, thereby causing rice shop assistants to strike.
Time & Date to appear.	at 2 p.m. on the 8-10-28.
Court Room No.	
Remarks.	Summons issued at request of Social Bureau of Greater Shanghai Special Municipality.

*Judge:* .....

*Clerk:* .....

*Dated* ..... *day* ..... *month* ..... *year of the Republic of China*

**N.B.**—This summons is to be cancelled and kept with the file upon appearance in Court of the person summoned.



RECEIPT FOR THE SUMMONS

In the Shanghai Provisional Court

Name Age Occupation and Address of person Summoned	Teang Nyui Sien, "Poong Yui Rice Shop" East Seward Road.
Charge or for what Reason summoned.	For that you being rice shop keeper on the / / did fail to carry out certain terms which were approved by you with arbitrators, thereby causing rice shop assistants to strike.
Time & Date to appear.	at 2 p.m. on the 8-10-28.
Remarks.	Court Room No. _____  Summons issued at request of Social Bureau of Greater Shanghai Special Municipality.
Chop or Signature the person Summoned.	_____

"Judge: \_\_\_\_\_

"Clerk: \_\_\_\_\_

Dated \_\_\_\_\_ day \_\_\_\_\_ month \_\_\_\_\_ year of the Republic of China

N.B.—This document is to be brought back by the Judicial Police and handed in for cancellation and kept with the file.



(B)

SUMMONS

In the Shanghai Provisional Court

Name Age Occupation and Address of Person Summoned	The Shanghai Silk Dyeing Guild. Yoong Bing Li, Kweichow Road.
Charge or for what Reason summoned.	For that the abovementioned Guild on the / / did fail to carry out certain terms which were approved by capitalists & labourers.
Time & Date to appear.	at 2 p.m. on the 8-10-28
Court Room No.	
Remarks.	Summons issued at request of Greater Shanghai Municipality.

Judge: \_\_\_\_\_

Clerk: \_\_\_\_\_

Dated \_\_\_\_\_ day \_\_\_\_\_ month \_\_\_\_\_ year of the Republic of China

N.B.—This summons is to be cancelled and kept with the file upon appearance in Court of the person summoned.



RECEIPT FOR THE SUMMONS

**In the Shanghai Provisional Court**

Name Age Occupation and Address of Person Summoned	The Shanghai Silk Dyeing Guild. Young Bing Li, Kweichow Road.
Charge or for what Reason summoned.	For that the abovementioned Guild on the / / did fail to carry out certain terms which were approved by capitalists & labourers.
Time & Date to appear.	at 2 p.m. on the 8-10-28
Court Room No _____	
Remarks.	Summons issued at request of Greater Shanghai Municipality.
Chop or Signature the person Summoned.	

*Judge:* \_\_\_\_\_

*Clerk:* \_\_\_\_\_

*Dated* \_\_\_\_\_ *day* \_\_\_\_\_ *month* \_\_\_\_\_ *year of the Republic of China*

**N.B.—This document is to be brought back by the Judicial Police and handed in for cancellation and kept with the file.**

(C.I.D.) Office Notes

29-1-29

SHANGHAI MUNICIPAL POLICE	
C.I.D. REGISTRY	
No. 1. A...9583...	
File No:	29-1-29

AC/POL.

I attach translation of a booklet recently issued by the Social Bureau of the Municipality of Greater Shanghai. A perusal will show that the Bureau is determined in its efforts to control labour and incidentally to put it in a chaotic state.

I agree that these impractical theories should be exposed.

Publication in the foreign press might give foreign employers an idea of what to expect from this Bureau and the theorists who guide its policy.

J. H. Robertson

C.D.T.

C. D. T. I have forwarded a translation to O. M. Brown which he can use if he desires us to do so.

98-1109

Oct.

Green may  
not publish -  
Better let other  
papers also have  
a copy -

Ernest  
JAN 30 1929  
P.M. 10:45  
P.M.

L.C. 7072

Translation of booklet on the Temporary  
Regulations governing labourers issued by the Bureau  
of Social Affairs of the Shanghai (Chinese Territory)  
Municipality.

Temporary Regulations Governing the Treatment to be  
Accorded to Labourers Upon Retirement.

(1) These regulations are applicable to instances wherein the services of employees are terminated within the jurisdiction of the Shanghai (Chinese Territory) Municipality.

(2) When a shop assistant reaches the age of 60 or a labourer reaches the age of 50 after a period of three years continual service and when his physical faculties are so weak as to not permit him to carry on his work and this results in dismissal or voluntary resignation, the employer has to issue a retirement gratuity, the scale of which will be based on the last month's wages of the employee concerned. His term of service will be considered; one month's pay will be issued for every year's service and ~~50~~ proportionate pay will be given if the employee has not completed a year's service. In the case of an employee who has served over ten years, the gratuity from the eleventh year will be reckoned at 50% discount. Such gratuity is subject to reduction if the concern or factory in question has a capital of less than \$10,000.

(3) If the services of an employee be terminated when it has been ascertained that the employee has been disabled while in the execution of his duty, the employer has to pay a moderate maintenance allowance in addition to the gratuity as above stipulated.

(4) If an employee is found to have misbehaved himself (such as contracting venereal disease, committing assault on others, etc.) or have incurred serious bodily

harm through the gross neglect on his part whereby he is unable to carry out his work, no gratuity or maintenance allowance will be given to him irrespective of the fact of voluntary resignation or dismissal.

(5) If an employee is found to have violated the regulations of the factory or shop concerned and evidence has been secured to warrant his dismissal, no gratuity will be given provided such regulations of the factory or shop have first been approved by the Bureau of Social Affairs.

(6) If an employer curtails his business or changes his business policy after having secured the approval of the Bureau of Social Affairs he must, when discharging employees, give them one month's notice and pay the gratuity in accordance with the terms of Article 2, but if the employer has suffered loss in his business for over three years, the said gratuity may be reduced.

(7) If an employer temporarily suspend his business after having secured the permission of the Bureau of Social Affairs, the period for such cessation of work must be six months. After the expiration of this period, the suspension will be treated as if the employer had stopped his business. During the period of suspension, at least one-third of the monthly wages should be paid to the employees. The wages of piece work employees may be reckoned on the basis of the last three months' pay. No dismissal of employees is allowed when the employer resumes his business.

(8) With the exception of these cases which cannot be foreseen, employers should secure permission beforehand from the Bureau of Social Affairs before stopping their business; they should notify their employees to this effect one month before the stoppage and pay them a retirement gratuity in accordance with their financial condition.

(9) Employers may demand the return of the retirement gratuity which they had paid in accordance with Article 2 of these regulations, from those employees who are

found to have joined some other shops or factories or undertaken similar work.

(10) If employers and employees are unable to bring about a settlement over the questions of the retirement gratuity or the maintenance allowance, these questions ought to be solved by the Bureau of Social Affairs.

(11) Those employees whose services were dispensed with in accordance with Articles 6 & 8, may ask their employers to issue them a certificate containing the following terms:-

(A) Name of the employee, age, native place and address.

(B) Nature of work.

(C) Period of service and record of work.

(D) Record of rewards or fines during the employment.

(12) An employee wishing to resign should give one month's notice to his employers, except those who have an agreement or in a case where anything unforeseen has occurred.

(13) The retirement gratuity stipulated in Article 2 and the maintenance allowance stipulated in Article 3 may be deposited with the employers who will pay interest to the employees as arranged.

(14) If employers draw up their own regulations governing the payment of the retirement gratuity, the conditions of which is more favourable than these regulations, th regulations will be allowed to be in force as usual.

(15) These regulations will come into force upon promulgation by the Mayor of the Shanghai (Chinese Territory) Municipality.

TRANSLATION OF TEMPORARY REGULATIONS GOVERNING THE  
TREATMENT OF EMPLOYEES IN THE SHANGHAI  
SOCIAL DISTRICT.

Notification No. 47 issued by the Shanghai ( Chinese Territory ) Municipality on December 8, 1928.

(1) Employees in this district must observe the following regulations.

(2) When contracting an agreement between employers and employees the following items must be included in the agreements:-

(A) The nature of work.

(B) The number of working hours.

(C) The term of service.

(D) The rate of wages.

(3) On the expiry of the contract and in case the employer refuse to renew the contract a report to this effect must be made to the Social Affairs Bureau.

(4) Employers must give first a chance of employment to those who are members of the labour union.

(5) Children under 12 years of age must not be employed and those under the age of 16 must be given light work only.

(6) Employers must not interfere with employees who join any legally organized labour unions.

(7) Workers must be given holidays on all the general holidays promulgated by the Government and 12 days leave of absence with pay must be granted any employee who completes one year's service; the wages of workers, whose pay is based on piece work should be reckoned according to the total sum of wages earned during the last month.

(8) Double pay is to be issued to workers who are required to undertake work during holidays.

(9) The working hours of adult labourers must not be more than 10 per day ( unless authorised by the Government )

and the number of working hours per day for apprentices and child labourers must be in accordance with Art. 6 of the temporary Regulations governing apprentices issued by the Shanghai Special District.

(10) Those employees, who are members of the Business Committee of the labour union, should make arrangements with their employers in order to enable them to perform their duties in the labour union.

(11) Employers should provide the education of apprentices and child labourers and pay their petty expenses.

(12) The employers should pay the medical expenses of employees sustaining injuries or falling sick while in the execution of their duties and pay must be issued to those confined in hospital for less than three months whilst employees are not to be discharged for being on the sick list for less than 3 months.

(13) Employees who sustain injuries which cause them to be disabled for life should be given a retirement gratuity of 18 months pay, and employees who sustain injuries which incapacitates them from undertaking heavy work are to be given 12 months pay.

(14) The funeral expenses of \$50.00 and a sum of money amounting to two years pay must be issued to the ~~surviving~~ relatives of any employee who died while in the execution of his duties.

(15) Employers should give female workers 8 weeks leave with pay at time of child-birth.

(16) Board and lodging provided by the employers for the workers <sup>must</sup> be in good condition.

(17) Wages should be issued to workers at least once a month.

(18) Rules regarding deposits and life insurance of workers must be passed with the approval of the workers and of the Social Affairs Bureau.

(19) In case of marriage, funeral etc employees are to be allowed to draw wages in advance.

(20) Employees may demand compensation from their employers in the following cases:-

(A) Violation of any condition contained in the agreement.

(B) Malicious accusation.

(C) Ill-treatment.

(21) The Social Affairs Bureau may order the cancellation of any conditions contained in agreements contracted between the employers and the employees, which are in violation of the orders of the Shanghai ( Chinese Territory ) Municipality.

(22) Employers are not allowed to contract agreements with their employees, the conditions of which are to be better than those drawn up by the Social Affairs Bureau.

(23) These regulations come into force from the date of their promulgation by the Shanghai Special District Municipality.

TRANSLATION OF FRENCH REGULATIONS GOVERNING THE POLICE

OF SHANGHAI IN THE SHANGHAI MUNICIPAL DISTRICT.

Notification No. 48 issued by the Shanghai ( Chinese territory ) Municipality on December 5, 1928.

(1) That all employees of factories and shops in this district observe the following regulations:

(1) That the regulations be applied to employees of companies, workshops and offices.

(2) That employees obey the orders of the officers in charge.

(3) That the working hours be fixed by factories or shops and be made known to employees before the latter are taken on and that employees attend and leave factories or shops at the hours fixed.

(4) That employees do not purposely damage the property of the factory etc nor carry away the property of the factory etc without first reporting the matter to the officer in charge.

(5) That no employees be allowed to receive callers during working hours unless permission has first been obtained.

(6) That employees, who lodge in factory or shop premises, be not allowed to pass night outside.

(7) That no female workers be allowed to bring children into the factory or shop premises.

(8) That no employees be allowed to go on leave unless permission has first been obtained.

(9) That employees who absent themselves for more than 10 days or who work in other factories or shops during their leave of absence be regarded as having given up their jobs voluntarily.

(10) That employees be required to attend the school established by the factories etc for their education.

(11) That a demerit be given employees for committing one of the following offences three times:

(A) Making fun or sleeping while at their work.

( B ) Laziness and neglect of duty.

( C ) Damaging property to the value of less than 50 cents.

(13) That employees be given a demerit for the following offences:-

( A ) Drinking while working.

( B ) Absenting from work for a day.

( C ) Late attendance and leaving work before time.

(14) That a grave demerit be given employees for the following offences:

( A ) Disobeying the orders of the officer in charge.

( B ) Assaulting fellow workers without cause.

( C ) Causing disturbances under the influence of liquor.

( D ) Using material belonging to the factory etc for private purposes.

( E ) Absenting themselves from work for three days without first applying for leave of absence.

( F ) Love making between male and female workers resulting in neglect of duty.

( G ) Damaging property of the factory etc to the value of from 50 cents to \$3.00.

( H ) Spoiling the reputation or business of the factory etc.

(15) That employers be allowed to deal with their employees for the following offences:

( A ) For neglect of duty resulting in inferior workmanship and loss to their employers the pay of the workers may be reduced.

( B ) Employees may be made to pay for damage done to the property of the factory to the value of over \$3.00.

( C ) Employees may be made to pay medical expenses for causing trifling bodily harm to their fellow workers.

( D ) Wages of employees who overstay their leave may be deducted.

(16) That employees be dismissed for the following offences:-

( A ) For causing bodily harm to fellow worker without cause.

( B ) For stealing property of the factory etc.

( C ) For suffering from venereal diseases.

( D ) For opium smoking.

( E ) For gambling during working hours.

( F ) For being unable to undertake work for three months ( those who sustain injuries while in the execution of duties are not included ).

( G ) For receiving nine demerits or three grave demerits within the period of a year.

(17) That apprentices observe the same regulations observed by employees.

(18) That factories and shops may draw up special regulations governing their employees, but such regulations must first be approved by the Social Affairs Bureau.

(19) That the above regulations be in force from the date of their promulgation by the Special District Municipality.

TRANSLATION OF TEMPORARY REGULATIONS GOVERNING APPRENTICES  
IN THE SHANGHAI SPECIAL DISTRICT.

Notification No. 49 issued by the Shanghai  
( Chinese Territory ) Municipality on December 28, 1928.

(1) Factories and shops in this district which employ apprentices are required to observe the following regulations.

(2) The regulations are to be applied to Companies, workshops and godowns.

(3) When taking on apprentices an agreement containing the following items must be contracted with the parents of the apprentices:-

(A) The name, age and native place of the apprentice.

(B) The nature of work to be assigned to the apprentice.

(C) The length of working hours.

(D) The length of the apprenticeship.

(4) Employment of apprentices by factories or shops should be limited as follows:-

(A) A factory may employ five apprentices if the number of workers is under 50.

10 apprentices for those which have over 50 workers.

15 apprentices for over 100 workers.

50	"	"	"	500	"
----	---	---	---	-----	---

50	"	"	"	500	"
----	---	---	---	-----	---

50	"	"	"	1,000	"
----	---	---	---	-------	---

50	"	"	"	2,000	"
----	---	---	---	-------	---

(B) Two apprentices may be employed by a shop which has less than five employees.

3 apprentices for over 5 employees.

4	"	"	"	10	"
---	---	---	---	----	---

5	"	"	"	15	"
---	---	---	---	----	---

6	"	"	"	20	"
---	---	---	---	----	---

10	"	"	"	30	"
----	---	---	---	----	---

20	apprentices	for over 100	employees.	
50	"	"	500	"
40	"	"	500	"

If a shop or factory has a branch, the number of employees should be reckoned separately.

(5) The employment of male and female labourers under 12 years of age is not allowed.

(6) The working hours of child labourers under 16 years of age should be limited to eight only; they are not allowed to work between 8 p.m. and 6 a.m.

(7) Child labourers under 16 years of age are allowed to undertake light work only.

(8) The term of apprenticeship must be fixed according to the profession to be learned, but the longest term is limited to 3 years.

(9) Employers should provide meals, lodging, and other necessary requirements for apprentices.

(10) When an apprentice has completed half of his apprenticeship period, he should be given one-fourth of an ordinary worker's wages and one-third of the wages after he has served two-thirds of <sup>the</sup> apprenticeship period. Those who have earned wages will not be given <sup>the</sup> above expenses.

(11) The apprenticeship agreement may be cancelled by the employers in/ one of the following eventualities:-

(A) Stoppage of the whole or a portion of the business.

(B) An apprentice who is either incapable of work or unfit for work.

(C) An apprentice who failed to attend work for more than three days.

(D) An apprentice who disobeys the instructions of their teachers.

(E) An apprentice found committing theft and failing to reform despite warnings.

(F) When an apprentice becomes weak and unable to work.

(12) The senior members of the apprentices' families or their guardians may ask the employers to cancel the agreements or demand compensation if one of the following conditions ~~is~~ violated.

- (A) The conditions of the agreement.
- (B) Ill-treatment of apprentices with proofs.
- (C) Ordering apprentices to do work which is beyond their duties.

(13) If neither of the parties agree to the cancellation of an agreement, the Bureau of Social Affairs should be requested to bring about a solution.

(14) If an apprentice discontinue the apprenticeship without cause prior to the expiration of the term, the employer may demand compensation for meals, lodging, etc., supplied to the apprentice from either a senior member of the apprentice's family or from his guardian.

(15) These regulations come into force upon promulgation by the Shanghai (Chinese Territory) Municipality.

A handwritten signature in black ink, appearing to read "R. M. T." or a similar initials and surname.

In reply please  
refer No. ....

局會社市別海 上  
THE BUREAU OF SOCIAL AFFAIRS  
THE CITY GOVERNMENT OF GREATER SHANGHAI  
(No. 1 Mau Kia Long, The Bund, Nantao)

SHANGHAI MUNICIPAL POLICE  
C. I. O. REGISTRY  
No. I. C. 9583  
Date 30.4.29

Telephone No. 12997  
City 53

Shanghai

192

April 15, 1929

Dear Sirs:

*Placed in file  
monthly section  
12*

We have the pleasure of sending you a copy of the first issue of the Monthly Journal of the Bureau of Social Affairs. You are cordially requested to express your views regarding any improvement that may be made in the succeeding issues, which will be mailed to you regularly if your publications will be sent to us for exchange.

May we hear from you at your earliest convenience?

29 APR. 1929

REFERRED TO  
POLICE FORCE

*Sm 2*

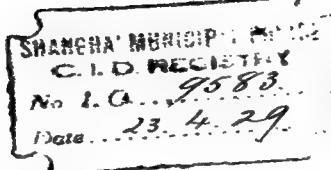
Very truly yours,

*L. D. Feng*

L. D. Feng,  
Editor-in-chief,  
Monthly Journal of the  
Bureau of Social Affairs

*29/4/29*  
L.C.S. A/cb. I. A copy of the has already  
been obtained, and is now being studied  
by the Political Branch.

*J.P.*  
30/4/29



THE NORTH-CHINA DAILY NEWS, MONDAY, APRIL 22, 1929

THE Bureau of Social Affairs of Greater Shanghai announces that in future its data concerning commercial, agricultural and labour conditions will be published in a magazine known as the "Monthly Journal of the Bureau of Social Affairs." Hitherto statistics prepared by the Bureau on the subjects mentioned have been published from time to time in the local Press, while firms have been able to secure typewritten copies from the Bureau. It is understood that the demand for these has been so great that the Bureau can no longer supply them, and accordingly it has decided upon the issue of the magazine mentioned. It will be published in both English and Chinese, and may be obtained at 30 cents a copy or \$3 a year from the Dah Tung Book Co., 110 Foo-chow Road. The first issue is now on sale.

a. c. (Pal)  
A.R. 28/4/29

FILE  
Copy obtained  
by [initials]

Extract from Intelligence Report 23. May.

The Social Bureau has issued a circular notice announcing that a new committee entitled "Rice Price Estimate Committee" has been organized in the Rice Merchants' Guild, Nantao, for the purpose of limiting the price ~~fix~~ of rice. The Committee will begin functioning from to-day. It further announces that until "further notice the price shall be as under:-

<u>Quality</u>	<u>Price</u>
Best quality rice	\$17.00 per picul.
Best quality rice (New Crop)	\$16.00 " "
Medium quality rice & best quality Saigon Rice	\$15.50 " "
Best quality Saigon Rice (New crop)	\$15.00 " "

Extract from Intelligence Report 2. 10. 59.

"The Rice Price Estimate Committee" which was organized by the Social Bureau was dissolved yesterday owing to its failure to reduce the price of rice.

## SOCIAL BUREAU AND PROVISIONAL CT.

Judicial Organization which Takes Instructions from a Political Entity: Improper Orders to Municipal Police

### BUREAU'S CAMPAIGN AGAINST LOCAL INDUSTRY

An attempt has recently been made by the Bureau of Social Affairs of the Shanghai (Chinese Territory) Municipality to usurp the judicial functions of the judges of the Provisional Court and to turn them to political ends. This attempt has been made in connection with the recent move to enforce all labour unions to register with the bureau. The union of employees of foreign tailoring establishments in the International Settlement did not follow the order to register, and through the Provisional Court the Social Bureau sought to force the Shanghai Municipal Police to seal up the union offices. The move was recognised by the police officials in time and the order of the Social Bureau, handed on by the court, was not carried out, by instructions from the Council.

From their own declarations the objects of the Social Bureau appear to be as follows:—(1) to establish a board, nominally of arbitration, which controls all labour disputes in Shanghai; (2) to ensure that representatives of the bureau are on the executive of all the labour unions in Shanghai so that nothing can be planned or done by the unions without the prior knowledge of the Bureau, and so that actions contrary to the policy, or critical, of the bureau can be stamped out before they reach important dimensions; and (3) to cripple employers of labour to such an extent, by regulations and orders favouring the labourers to an undue degree, as to make them practically a negligible factor should there be disputes between the bureau and the larger business interests of Shanghai.

#### Why the Bureau was Closed

The bureau first opened offices in Shanghai with an ostensibly beneficial purpose. The declared object was the social welfare of the labouring classes inside and outside the Settlement. The two offices of the bureau in the International Settlement were opened without so much as a 'by-your-leave' to the Settlement authorities, and as soon as they were noticed by the police, a strict watch was kept upon them in consequence. It was found that, instead of indulging in social welfare work, as they had declared to be their purpose, the offices were spreading propaganda of an undesirable nature, and steps were then taken to see that they were closed.

The offices were then moved into Chapei whence propaganda of a distinctly more open nature was carried on and measures were taken through the district courts to see that labour unions outside the boundaries complied with the regulations issued by the bureau. Labour unions inside the foreign settlement proved rather less willing to comply with these orders than those without, being protected by the Municipal Police. Hence attempts to reach them through the Provisional Court which were fortunately thwarted in time by the refusal of the police, under direct orders from their superiors, to carry out the instruction given in this regard by the court.

#### Court's Political Instructions

The readiness of the Provisional Court to comply with instructions from a political party in contradiction to procedure laid down by Chinese law has been commented upon and exposed many times in these columns, both in accounts of court proceedings and in reproductions of protests by deputies. The most glaring of these cases was the adjudication of the Sheng Kung-pao fortune, the benevolent fund of which proved a very strong temptation to the Kiangau Provincial Government.

Since the resignation under political pressure of the former president of the Provisional Court, Judge Loo, the tendency to allow the judiciary to be influenced by political motives has steadily become more obvious. The new president, Judge Ho Shih-chen, appears to have attempted to carry out his promise made when he was installed, namely to obey the orders of the Kuomintang whether they conflicted or not with justice. The most part of the improvements which, therefore, had been hoped for at the end of 1927 in the court, have not materialized.

Some, however, have been brought into effect, most notably the appeal court which has handled 332 cases, in comparison with 152 cases the year before. Of these 169 cases have been upheld on the original sentences, against 88 the previous year, while none has been quashed, against seven the previous year. But this speeding up of court procedure, along with the establishment of four courts to deal with criminal cases in the morning, has been somewhat nullified by the constant orders for re-trials issued by the Provincial Government.

#### Broken Pledges

It has been established that in many of these re-trials they were ordered upon reasons difficult to comprehend from a judicial standpoint. The inadequacy of the reasons given and the more lenient sentences imposed in some cases upon persons having affiliations with certain political or semi-political organizations tend to obstruct the judicial machinery of the Provisional Court and to embarrass the administration of justice in the Settlement.

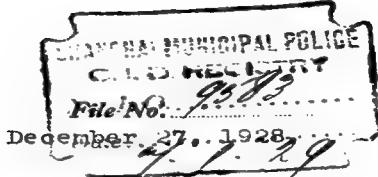
The Kiangau Provincial Government has from time to time refused to confirm sentences imposed on those guilty of serious crimes in the Settlement, and this has undoubtedly emboldened the criminal element in Shanghai. The Provisional Court has persistently refused to recognise the legality of the expulsion of habitual criminals or to impose penalties on criminals previously expelled from the Settlement and this has proved an insuperable handicap to the suppression of crime. The combination of circumstances has made the court ineffective in carrying out the complete purpose for which it was established.

*C. D. R.  
Please file  
carefully. J.W.  
ed 972*

B

(C.I.D.) Office Notes

Sir,



Through the mediation of the Social Bureau there has been signed between the Shanghai Dock & Engineering Company and the workers of its Pootung Branch an agreement the conditions of which are as follows:-

1. That the management recognize the Employees' Union as the representative organ of the workers. Officers of the Union, will, however, refrain from functioning inside the works, and no worker will be obliged to join the Union.
2. That the Dock contribute a monthly sum of \$300.00 to meet the educational expenses of the children of the workers.
3. That no workers be discharged without cause.
4. That an increase of five cents per day be given to each worker.
5. That the Dock pay the medical expenses of workers who sustain injuries while in the execution of their duties.
6. That holidays be given all workers on all general holidays without deduction of pay.
7. That the working hours be from 7 a.m. to 8 p.m. and that extra wages be paid for extra work.
8. That a steam launch and a boat be provided for the transportation of workers.
9. That the workers make no demands within the next two years.

It is also learned that officials of the Social Bureau have approached the New Engineering Works with a view to formulating an agreement for the treatment of its workers. They have been informed that the Company is contemplating making such an agreement, but with the workers direct.

Mr. Koo, one of the Bureau representatives, evidently in an attempt to have some say in the matter, suggested that he might witness the agreement, but this was politely denied him.

I am informed that the workers, while approving the conditions of the agreement, which it is expected will be signed within a few days, have expressed disappointment that the matter has not been handled by the Social Bureau.

*etc. more re: activities  
of Social Bureau* *H. S. Robertson*  
28th May

D. C. I.

C. D. I.

27/12/28

SETTLEMENT OF DISPUTE BETWEEN THE OLD DOCK, FOOTING,  
AND THE WORKERS.

The Sin Wan Pao publishes the following report:-

In connection with the dispute between the Old Dock, Footings and its employees, the Social Affairs Bureau of the Shanghai (Chinese Territory) Municipality has been acting as mediator and through its efforts the following agreement has been signed:-

- (1) That the management recognize the Union as the representative organ of the workers, ~~but as workers or forces~~ <sup>from the Union</sup>
- (2) That the dock contribute a monthly sum of 27,000 to meet the educational expenses of the children of the workers.
- (3) That no workers be discharged without cause.
- (4) That an increase of five cents per day be given to each worker.
- (5) That the dock pay the medical expenses ~~of~~ workers who sustain injuries while in the execution of their duties.
- (6) That workers be engaged in future through the workers Union.
- (7) That holidays be given all workers on all general 15 days without deduction of pay.
- (8) That the working hours be from 7 a.m. to 1 p.m. and that extra wages be paid for extra work.
- (9) That a steam launch and a boat be provided for the transportation of workers.
- (10) That the workers make no demands within the next two years.

SHANGHAI MUNICIPAL GOVERNMENT  
C. I. C. No. 149583  
No. 1 (A) 9583  
Translation of detailed regulations of organization of  
of the Social Affairs Bureau of the Shanghai ... 23.4.29.  
( Chinese Territory ) Municipality.

Article 1. This Bureau is organized under Article 10 of the regulations governing the organization of the Special District promulgated by the National Government. This Bureau is under the control of the Shanghai ( Chinese Territory ) Municipality and is in charge of the movements of peasants, labourers, merchants, labour administrative affairs, benevolent and philanthropic enterprises.

Article 2. A Chief will be appointed to this Bureau who is to observe the orders of the Mayor of the Municipality, to take charge of the affairs of the Bureau and to direct and supervise his subordinates.

Article 3. A secretary will be appointed to this Bureau who is to observe the orders of the Chief of the Bureau, to take charge of confidential letters and telegrams, to peruse documents and to attend to other special duties that may be assigned to him.

Article 4. There will be 4 departments in this Bureau.  
(A) The duties of the First Department are as follows:

(1) To draft documents, to compile articles, to compile statistics, to make out reports and to despatch and receive documents.

(2) To keep in custody chops and letters and records of all employees.

(3) To take charge of auditing and other general affairs.

(4) To attend to cases which do not belong to any of the other departments.

(B) The duties of the Second Department are as follows:

(1) To take charge of the registration of peasants unions, labour unions, commercial unions and other unions of people in the same trade and to protect and supervise them.

(2) To institute a system of awarding and restricting peasants, labourers and merchants and introducing reforms.

(3) To investigate the conditions of peasants, labourers and merchants.

(4) To attend to the management of native products Exhibition Bureaux, experimenting Stations, meteorological observatories and botanical nursery stations.

(5) To take charge of the manufacture of measuring instruments.

(6) To inspect and certify all agricultural products and merchandise imported and exported.

(7) To study and define the industrial policy.

(8) To attend to the adjustment of cultivated lands in farming districts.

(9) To attend to all other peasants, labourers and merchants affairs.

(C) The duties of the Third Department are as follows:-

(1) To take charge of the registration of peasants, labourers and merchants organizations and to protect and supervise them.

(2) To investigate into the living conditions of farmers and labourers and to introduce reforms.

(3) To investigate into the treatment accorded to labourers and to introduce reforms.

(4) To mediate in disputes between capitalists and labourers, land owners and farmers and amongst labourers themselves.

(5) To investigate agriculture and labour problems as well as the compilation and translation of articles.

(6) To attend to all other labour administrative affairs.

(D) The duties of the 4th Department are as follows:-

- (1) To investigate and to draw up statistics of benevolent and philanthropic enterprises in the district as well as to undertake reforms.
- (2) To register, supervise, protect and restrict benevolent and philanthropic institutions in the district.
- (3) To pay attention to the public livelihood of the residents as well as the training in organization of social bodies.
- (4) To make reforms, investigate and draw up statistics of the livelihood of the residents.
- (5) To attend to the sufferings of the residents as well as relief work after a calamity.
- (6) To promote, protect and supervise co-operative societies.
- (7) To arrange for the food supplies of the people in the district.
- (8) To investigate social affairs enterprises as well as the compilation and translation of articles.
- (9) To attend to all other benevolent and philanthropic affairs.

Article 5. A chief will be appointed to every department together with a number of officers to perform the duties of the department.

An Engineer-in-Chief together with a number of engineers will be appointed to undertake engineering work.

The post of the above mentioned Chief may be undertaken by the Secretary or the Engineer-in-Chief.

Article 6. This Bureau may engage assistant engineers, inspectors, statisticians, investigators, executive officers and other employees depending upon the volume of the work in the Bureau.

Article 7. With the exception of the Secretary, the departmental Chief, the Engineer-in-Chief, departmental officers and engineers who are recommended and appointed by the Chief of this Bureau with the approval of the Mayor, all other officers may be appointed and taken on by the Chief of this Bureau.

Article 8. In order to carry out its affairs, it is necessary on certain occasions for this Bureau to organize auxiliary organs for which the Chief of this Bureau must secure the permission of the Shanghai (Chinese Territory) Municipality before doing so.

Article 9. In order to discuss the progress of affairs of this Bureau and other organs, a conference may be convened by the Chief of this Bureau, the Secretary, the departmental Chief and the Engineer-in-Chief. In case of necessity, the Chief of this Bureau may appoint certain interested officers to attend the conference, the detailed regulations governing which are drawn up separately.

Article 10. The detailed regulations governing the duties of this Bureau are drawn up separately.

Article 11. In case of amendments to be made in these detailed regulations, they are to be amended in accordance with the regulations governing the organization of the Shanghai (Chinese Territory) Municipality.

Article 12. These detailed regulations will be enforced on the date that the Shanghai (Chinese Territory) Municipality has secured the approval from the National Government.

Chief of the Bureau:- Pan Kung Tsai.  
Engineer-in-Chief:- Hsu Pei Huang.  
Chief of the 1st Dept.: -Nyi Chen Zay.  
Chief of the 2nd Dept.: -Woo Yuen Shu.  
Chief of the 3rd Dept.: -Chang Ting Ching.  
Chief of the 4th Dept.: -Feng Lieu Tang.

November 19, 1929,

Bureau of Social Affairs.

The Bureau of Social Affairs, since its removal on July 13, 1929, from 1 Mao Ka Lung, Nantao, to the premises of the former Chamber of Commerce, Chung Hua Road (South Gate), has to some extent been enlarged, its present staff numbering seventy as against forty at the beginning of the present year. The only changes to be recorded among the chiefs of its departments since submitting my report of March 7, 1929, are as under :-

I Jen-sui (倪人瑞) is now Chief Secretary of the Bureau, a recently established appointment, and his former post of Chief of the General Department is held by one Sun Chien-hou (孙剑侯), of whom little is known beyond the fact that he is 35 years of age, a native of Huchowfu (Chekiang) and a returned student from Japan.

The functions of the Bureau are essentially the same as outlined in my previous report, and it continues its endeavours to control labour in the Settlement, the most outstanding in recent months being an offer to mediate in the Changnai Waterworks strike, the issue of an order requiring pawnshops in the Settlement to register with it and indirect interference in the strike of employes of the "Shanghai Evening Post". In the case of the Waterworks, the offer to mediate was refused by the Engineer-in-Chief & Manager, while the order to the pawnbrokers has so far been ignored. As regards the "Shanghai Evening Post" postal facilities are at present denied it as a result of representations made to Nanking by the local Kuomintang of which body P'an Kung-tsai, Chief of the Social Bureau, is a leading light. The Kuomintang has made it known that the postal ban will be lifted if and when the Evening Post reinstates employes dismissed for active participation in the strike.

Her Robertson

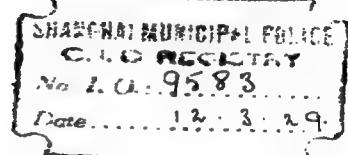
C. D. I.

W.H.S.  
19:11:29

SHANGHAI MUNICIPALITY  
C.I.D. File No. 1  
No. 1. (A) 9.583  
Date 21.5.29

Extract from Intelligence Report 18.5.29.

The Social Bureau of the Municipality of Greater Shanghai in a proclamation issued yesterday advised the employers to refrain from dismissing workers for promoting or organizing labour unions. It intimates that the authorities have undertaken to deal severely with labour agitators and others when making use of the union for selfish ends.



March 8 29.

The Chairman,  
S. W. C.

Bureau of Social Affairs.

I forward herewith copy of a Police Report on the above subject showing the activities of this Bureau to date. The Sun Sun Company affair will be dealt with in a separate file.

(Sd) E. L. M. Barrett  
Commissioner of Police.

SHANGHAI MUNICIPAL POLICE  
C. I. D. REGISTRY  
No. 1. Q. 9583  
File No. 3. 3. 29  
Date.....

(C.I.D.) Office Notes

March 7, 1929.

Bureau of Social Affairs.

The Bureau of Social Affairs, one of ten departments of the Municipality of Greater Shanghai, was established on July 7, 1927 as the "Bureau of Agriculture, Labour and Commerce" and operated under this name until August 1, 1928 when its present title was adopted. It employs about forty assistants and agents and the heads of its various departments are as follow:-

P'an Kung-tsai (潘公暉), Chief of the Bureau, a native of Wuhing, Chekiang, graduate of St. John's University, some time journalist of the "China Times" and other local Chinese newspapers and at present a member of the Propaganda Department of the Central Kuomintang, Nanking.

I Jen-sui (倪人瑞), Chief of the General Department and Secretary of the Bureau, a native of Wuhing, Chekiang, graduate of a law school in Chekiang, some time Judge of the Military Court in Chekiang and Judge of the same Court in Hunan.

Wu Wei-jui (吳惟紀), Chief of the Investigation Department of the Bureau, a native of Kading, graduate of Waseda University, Tokyo.

Chang Ting-hao (張廷豪), Chief of the Mediation Department of the Bureau, a native of Wuhing, Chekiang, B.A. (Futan University), some time teacher in the Whampoa Military Academy, Canton.

Feng Liu-tang (馮柳堂), Chief of the Registration Department of the Bureau, a native of Haining, Chekiang, some time journalist of the "Shanghai Journal of Commerce."

The original object of the Bureau was ~~not~~ mediation in labour disputes, and while it must be conceded that it has settled a number of cases to the satisfaction of the parties concerned, instances have occurred of impudent interference by it with the lawful conduct of business establishments in the International Settlement and there is one case on record where everything points to its having actually engineered a strike to bring about the surrender of a proprietor of a business establishment in the Settlement who defied its authority. The instances referred to are detailed later on in this report.

The "North China Daily News", in an article in its issue of February 9, correctly sizes up the apparent objects of the Bureau as follows.-

1. to establish a board, nominally of arbitration, which controls all labour disputes in Shanghai;
2. to ensure that representatives of the Bureau are on the executive of all the labour unions in Shanghai so that nothing can be planned or done by the unions without the prior knowledge of the Bureau, and so that actions contrary to the policy, or critical, of the Bureau can be stamped out before they reach important dimensions; and
3. to cripple employers of labour to such an extent, by regulations and orders favouring the labourers to an undue degree, as to make them practically a negligible factor should there be disputes between the Bureau and the larger business interests of Shanghai.

On January 1, 1929 the Bureau issued a booklet containing

1. Temporary regulations governing the treatment to be accorded labourers upon retirement.
2. Temporary regulations governing the treatment of employees in the Shanghai Special District.
3. Temporary regulations governing the duty of employees in the Shanghai Special District.
4. Temporary regulations governing apprentices in the Shanghai Special District.

From a perusal of these regulations it is only too apparent that it is the intention of the short sighted officials of the Bureau to deny employers of labour the discretionary right of dealing with their workers as they consider fit, and in fact to precipitate a state of affairs similar to that brought about by their fellow fanatics in Moscow.

*From: T. C. G.*  
 The latest move is the issuance of an order calling upon all labour unions to register with the Bureau, and there is evidence that measures, both legal and otherwise, are being taken to enforce it. One case is on record where the functions of the Provisional Court were recently made use of to bring about the sealing of the offices of an employers' federation in the Settlement owing to its default in this respect.

Workers in the Settlement are already fully aware of the Bureau's attitude towards labour disputes and for this reason go on strike on the least pretence and place their grievances, usually grossly exaggerated, before the Bureau, knowing full well that the result, whatever it may be, will not be to their disadvantage. Since the establishment of the Bureau, there has been instilled into the minds of workers that mediation by other than the Social Bureau can never bring results favourable to them. Whether this is the result of propaganda by the Bureau is not known, but quite recently a labour agitator of the worst type declared to a police officer that present day labourers in Shanghai would never dream of submitting a grievance to other than the Social Bureau and that the motto of all labour unions in the matter of labour mediation was "Failure by Chinese mediation in preference to success from the hands of a foreigner." To say that the officials of the Bureau are communists at heart is not true, but everything points to their being either theorists in need of a shake to bring them out of a fool's dream, or agents of the Kuomintang, with whom they work hand in hand, bent on undermining the authority of the Council and lowering the prestige of employers of labour to such an extent that conditions in the Settlement will be absolute chaos. Past events would seem to point to the latter theory being the more correct one.

The following are details of instances of functioning in the International Settlement by officials of the Social Bureau.-

Shun Lee & Co., Kiangse Road. On September 13 the manager of this printing establishment reported to the Municipal Police that on August 31 he dispensed with the services of twenty-one workers owing to their refusal to do night work, since when agitators had been busy in the interests of the dismissed employees. He added that the matter had also been taken up by the Political Training Department of the local Defence Commissioner 's Headquarters and the Social Bureau of the Municipality of Greater Shanghai, both of which bodies, in addition to issuing verbal threats through their representatives, addressed to him letters ordering him to present himself before a self-styled arbitration committee. He was advised by the Police to ignore these communications and assured that any interference with him in the lawful conduct of his business in the Settlement by outside authorities would not be tolerated. As a result of his following this counsel, there was issued against him by the Provisional Court, at the instance of the Social Bureau, a summons containing the ridiculous charges of forcibly dismissing his workers and failing to appear before the "Committee of Arbitration for a Settlement." From the fact that this summons was received by the Municipal Police at noon on Saturday, September 15, and was returnable at 9 a.m. on Monday September 17, it was obvious that the Bureau planned to rush matters and give the Municipal Police little or no opportunity to refer the matter to the Consular Body. In this, however, they were checked, the summons being held up by the Police pending consideration of the matter by the Consular Body. The next move against the Shun Lee manager was a demand from one Fu Chung-chang (傅宗讓), a subordinate official of the Political Training Department of the Garrison Commander's Headquarters, made verbally through the

managers of five different printing establishments in the Settlement, that he immediately reinstate the dismissed men, failing which he would be arrested no matter where he was, inside or out of the Settlement, and a strike of all workers engaged in the printing trade in the Settlement would be called. Adequate police measures were taken against the possible abduction of Shun Lee's manager, but owing to a strike of all employes of printing establishments which followed about two days later and as a result of pressure brought to bear on him by proprietors of other printing establishments he was compelled to capitulate and take back the dismissed workers.

Recent Chinese Post Office Strike. To appease the lower grade employes, who were at the root of all the trouble and amongst whom there <sup>were</sup> communistic elements, the local Kuomintang and the Social Bureau promised them that the office of the Shanghai Postal Association, an organization composed entirely of loyal senior employes and, in fact, the backbone of the local postal service, would be sealed up. With a view to soothing the feelings of the naturally indignant seniors, P'an Kung-tsai, Chief of the Social Bureau, appeared in the mail dispatching room of the Post Office and made a speech wherein he promised reconsideration of the proposal to seal the office of the Association. The threat to seal was never carried out for the simple reason that P'an and his crowd realized they were playing with fire and that such a step would in all likelihood result in their own downfall.

Strike of employes of foreign tailoring establishments.

During this dispute, two delegates of the employers, both residents of the International Settlement where they also carried on business, on invitation, proceeded to the Social Bureau to discuss ways and means to bring about a settlement. On arrival, however, they were requested to append their signature to an agreement already drawn up by the Bureau.

As the document contained certain conditions which to them were impossible, the two men refused to sign with the result that they were handed over to the Public Safety Bureau for detention. Representations made by the Municipal Police to General Chang Ting-fan, the Mayor, however, resulted in their being released at 11 o'clock the same evening.

The proprietors of foreign tailoring establishments again incurred the wrath of the Bureau when they failed to register their federation with the Social Bureau in accordance with an order recently issued by it. This order called upon all labour organization in Shanghai to register with and receive the approval of the Social Bureau. As a retaliatory measure, the Bureau again caused the Provisional Court to take action by issuing an order for the sealing of the Federation's offices. Its execution, however, was prevented by the Municipal Police.

New Engineering Company (British), Yangtszepoo Road.

Confidential information was received that officials of the Social Bureau in December last approached the Company with a view to formulating an agreement for the treatment of its workers. They were informed that the Company contemplated making such an agreement but with the workers direct. Mr. Koo, one of the Bureau's representatives, evidently in an attempt to have some say in the matter, suggested that he might sign as a witness to the agreement, but this was wisely but politely denied him. Improved conditions were subsequently granted to the workers who, while appreciating the concessions made, expressed disappointment that the matter had not been handled by the Social Bureau.

Rice Shops - Disputes between Employers and Employes.

On October 3, 1928 there were issued by the Provisional Court, at the instance of the Social Bureau, against the proprietors of four rice shops in the Settlement summonses containing in each case the following charge.-

"For that you being a rice shop keeper  
"did fail to carry out certain terms which  
"were approved by you with arbitrators  
"thereby causing rice shop assistants to  
"strike."

Enquiries showed that these establishments have no  
agencies or branches outside the International Settlement  
and consequently the summonses were held up.

Thos Robertson  
A.D.C.I.

A/D.C.I.

Thos.  
7/3/29.

Information. Compiled  
to show the activities of the  
Bureau to date. The Sun Sun  
Co. matter is contained in a  
separate file.

7/3/29.

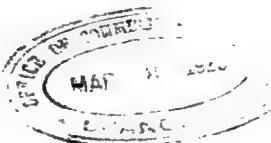
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MAY 2 - 1929

Rushing M.Q.

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Enc B

SHANGHAI MUNICIPAL POLICE

REPORT

SHANGHAI MUNICIPAL POLICE  
Headquarters REGISTRATION Station.

0583  
Date July 17. 1930.  
Time 23-7-30

Subject (in full) Kuomintang and Social Bureau

Made by John A. Cook C.A. Forwarded by

4. Who devised the present system of organization in the Kuomintang and is it not similar to that possessed by the Soviet Party in Russia, although their Party programmes are different?

A. When Sun Yat Sen had almost finished modelling his principles, with the exception of the last part of them, with which Wang Tsing Wei is credited, for it is asserted that he altered the text of the last part, he commenced working on the structure of the organization of his Party on a modern revolutionary basis. Up till then, the Kuomintang had been organized after the manner of the old Chinese Secret Society.

From the very commencement, Sun Yat Sen had dreamed of organizing his Party on similar lines to the Russian Communist Party, the strength and success of which enchanted him and of which he had heard for the first time in 1919 here in Shanghai when he met certain members of the Siberian Directorate who had been deported by Admiral Kolchak. Sun Yat Sen, however, was not a very great organizer and consequently the organization of the Kuomintang Party was not due to his skill. The organization of the Kuomintang Party was due more to the combined efforts of three men, of whom the leader was Borodin who laid down the fundamental plan which was a copy of the Russian Bolshevik Party. It was then shaped to suit the Chinese psychology by Wang Tsing Wei who was assisted by Liao Chung Kai, which latter was assassinated in Canton in 1925. These three men were the organizers of the Kuomintang Party as it exists in

SHANGHAI MUNICIPAL POLICE.

REPORT

Station, ....

Date 19 .....

Subject (in full) .....

Made by .....

Forwarded by .....

China to-day in spite of strong divergencies from its political program. The Kuomintang Party, according to structure and external appearance, is an exact replica of the Russian Bolshevik Party.

Q. Is the Social Bureau modelled on some similar organization in Soviet Russia.?

A. This question must be answered in the negative as no organization similar to the Social Bureau of China exists in Soviet Russia. The Social Bureau in China functions, primarily, as an arbitration court in controversies between employers and employees. In addition, the Social Bureau administers in other local spheres, but these, however, are less important. In Soviet Russia disputes between employers and employees do not exist because the employees, i.e. the workers, are the ruling class. Disputes for the most part are to be found between the Red Administration and the Factory Committee which latter is composed of workers. Such cases, however, are very seldom and are immediately regulated by the executives of the Communist Party at the place of dispute. Owing to the dictatorship of the Communist Party controversies between employers and employees do not exist.

Q. Are not the bureaucratic laws administered by the Social Bureau translations of similar laws in Russia with the Communist portion eliminated.?

SHANGHAI MUNICIPAL POLICE.

Station, .....

REPORT

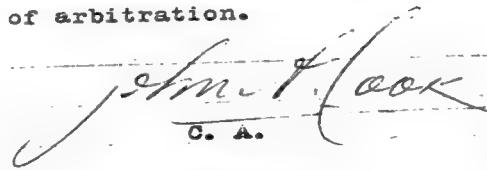
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Subject (in full) .....

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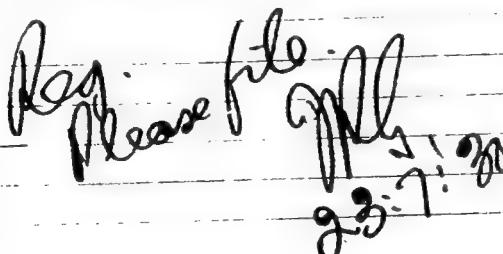
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a. The organization in Soviet Russia which most resembles the Social Bureau of China is the "Rabkin" (The Workers and Peasants Inspection Organization) and its subordinate organization named "Fabsavkom" (The Factory Superintendence Committee) which, however, are without any importance as they simply act as revisionary committees, whose duty it is to report to the Communist Party particulars regarding the status of the factories. The Social Bureau is an institution of the Second International of Amsterdam. As there is no Social Bureau in Soviet Russia it follows that the rules, regulations etc. of the Chinese Social Bureau have not been adopted from that country. They are the strict dogmas of the so-called left social democratic tendencies of the Second International of Amsterdam, the thesis of which have been partly blended together with the old Chinese Guild traditions particularly those which affect the questions of arbitration.

  
C. A.

D. C.

(S & C. B.)



10/9/37  
Headquarters

July 17,

30.

Kuomintang and Social Bureau

John A. Cook C.A.

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C. A.

D. C.  
( S & C. B.)

(C. & S.B.) Office Notes

File No. 10 958

June 24, 1930.

Special Branch No. 1

Please furnish replies to the following questions :-

1. In what way does the Social Bureau enforce its decisions and orders (a) against employers ? (b) against employees ?
2. Where does the jurisdiction of the Kuomintang end and the authority of the Social Bureau begin ?
3. What are the respective functions of the local branch of the Kuomintang and the Social Bureau in regard to the surveillance and control of labour unions ?



Officer i/c Special Branch.

SHANGHAI MUNICIPAL POLICE.

REPORT

Special Branch Station,

Date July 4, 1930

Subject (in full) Social Bureau and Kuomintang Surveillance and control of Labour Unions.

Made by Superintendent Robertson Forwarded by

With reference to the attached questionnaire, I beg to state as follows:

1. In the event of a deadlock in a labour dispute the Social Bureau may through the offices of the Safety Bureau bring pressure to bear on any person who it considers is unreasonably obstructing a settlement. Other methods, which fortunately have during the past year fallen into disuse, are boycott and embarrassment of employers. That such methods might be adopted should occasion demand is the bogy of all Chinese employers of labour in the Settlement. As regards the workers, pressure in dispute outside the Settlement would be brought through the Safety Bureau, but in the matter of workers of concerns in the Settlement the Social Bureau would find it difficult if not impossible to enforce its decisions.

2. The local Kuomintang may be defined as a patriotic body on the lines of the Facisti in Italy. It has no official or legal jurisdiction, but nevertheless, being a branch of the all powerful Central Kuomintang, the creator and dictator of the present Government, its influence is such as to enable it to dictate in all local Government affairs including matters appertaining to labour. It also offers criticism in all national and sino-foreign matters. In September 1929 it formed from amongst its members a "Preparatory Committee of Shanghai Labour Unions" to undertake the organization of a Federation of Labour Unions, but in so doing it usurped the functions of the Social Bureau. Repeated attempts to secure official recognition for this Committee were frowned on by the Central Kuomintang which finally, on July 2, 1930, ordered that it cease functioning.

SHANGHAI MUNICIPAL POLICE.

REPORT

Station,

Date...

19

Subject (in full)

-2-

Made by

Forwarded by

The jurisdiction of the Social Bureau is laid down in regulations appertaining to its organization and issued by the Municipality of Greater Shanghai. (see Appendix "A")

3. The functions of the local branch of the Kuomintang I have outlined in (2). In the matter of surveillance and control of labour unions, its work is simply an unofficial but effective supervision of the work of the Social Bureau. It would perhaps be more correctly defined as a dictator than a supervisor.

The functions of the Social Bureau in this respect are laid down in regulations issued by the Municipality of Greater Shanghai (see Appendix "B")

Thos Robertson

Superintendent.

Officer in Charge Special Branch.

*Please file*  
10/10/30  
g-o:7:

Detailed Regulations regarding the organization of the Social Bureau of the Municipality of Greater Shanghai.

1. The Social Bureau is organized in accordance with Article 10 of the Law of Organization of Special Municipalities, promulgated by the National Government, and functions under the Shanghai Special Municipality. The Bureau administers all agricultural, industrial, commercial, labour and public philanthropic matters.
2. At the head of the Bureau is a Director (Chief) who is responsible to the Mayor, controls all affairs of the Bureau and supervises the work of his subordinates.
3. The Bureau employs a secretary who will be responsible to the Chief. He takes charge of secret and confidential correspondence and telegrams, peruses all documents and undertakes special work.
4. The Bureau has four departments, viz :

First Department, whose duties are :

1. Drafting of correspondence and documents, compilation of statistics and reports and the receiving and dispatching of communications and the keeping of files.
2. Taking charge of scales and staff matters.
3. Taking charge of finances and miscellaneous expenditures.
4. All matters not dealt with by other departments.

Second Department, whose duties are :

1. Registration, protection and supervision of agricultural, industrial, and commercial organizations.
2. Matters relating to the encouragement, supervision and improvement of these organizations.
3. Investigations regarding agricultural, industrial and commercial organizations, and statistics regarding same.
4. Matters relating to the establishment and control of national goods bazaar, expositions, testing houses, observatories, etc.
5. Matters relating to the making and use of instruments to determine weights and measures.
6. Matters relating to the examination and testification of agricultural products and articles of commerce and industry for either importation or exportation.
7. Investigation, compilation and translation of matters pertaining to the industry of Shanghai.
8. Matters pertaining to the demarcation of tillable land in the country.
9. Other matters relating to agriculture, commerce and industry.

Third Department, whose duties are :

1. Registration, protection and supervision of agricultural, and labour organizations.
2. Investigation, statistics, and improvement of living conditions of farmers and labourers.
3. Investigation and improvement of treatment of labourers.
4. Mediation in disputes between labourers and capitalists, between landlords and tenants and between labourers themselves.
5. Investigation, compilation and translation of matters relating to agricultural and labour problems.
6. Work pertaining to the administration of other labour matters.

Fourth Department, whose duties are :

1. Investigation, compilation of statistics, organization and improvement of public and philanthropic bodies.
2. Registration, supervision, protection, etc. of all public and philanthropic bodies.
3. Instructions and training in social conditions and in the organization of various societies and institutions.
4. Improvement of the living conditions of the people and investigations and statistics of matters relating to this problem.
5. Rendering of relief and assistance to the poor and to victims of catastrophes.
6. Promotion, protection and supervision of co-operative societies.
7. Control of foodstuffs.
8. Investigation, compilation and translation of matters relating to social enterprises.
9. Work pertaining to other public and philanthropic matters.
10. Each department has a chief who is assisted by a number of "Ko Yuan" (clerks) and technical experts. The secretary or the Chief technical expert may act concurrently as Chief of a department.
11. The Bureau may employ technical persons, inspectors, statisticians, investigators and other employees as circumstances require.
12. The secretary, departmental chiefs, chief technical experts, "Ko Yuan" (clerks) and technical experts are appointed by the Mayor on the recommendation of the Chief of the Bureau, all other employees are appointed by the Chief of the Bureau.
13. For purposes of facilitating the work of the Bureau, the Chief of the Bureau may apply for permission from the Municipality and establish affiliated offices or institutions, the rules for the organization of which will be drawn up separately.

9. Meetings to discuss the work and plans of the Bureau will be held at which the following will be present : Chief of Bureau, Secretary, Departmental Chiefs, and chief technical experts. The Chief of the Bureau may detail particular persons to attend Bureau meetings as he considers necessary. Rules regarding the calling of Bureau meetings will be drawn up separately.
10. Detailed rules regarding the duties of the Bureau will be drawn up separately.
11. The above rules are subject to alteration and revision in accordance with the organization law of special municipalities.
12. The above rules will be enforced on the day they are approved by the National Government.

**Detailed Rules regarding the Duties of the Social Bureau  
of the Municipality of Greater Shanghai.**

**Chapter I  
General Matters.**

1. The procedure according to which the duties of this Bureau are performed is based upon the following rules, in addition to the general rules applicable to all bureaux of the Municipality and to the accounting system in force.
2. The Chief of the Bureau issues orders in all cases of executive work. In regards to his work, in which the Chief considers written orders are not necessary, instructions are given by the 1st Department which uses a special circulation book for this purpose.
3. Letters dealing with the observance of instructions and approval of applications, etc. about which the various departments should be notified, are entered into a circulation book which is circulated from time to time to the secretary and the various departments for perusal and chopping.
4. A bi-weekly record of the work of all departments is kept by the Bureau. Particulars of work performed during the period are entered by all officers below the Chief of Department into prepared forms which are forwarded to the Chief of the Bureau through departmental chiefs.
5. Each department and every officer shall keep a diary which is scrutinized and chopped by the Chief of the Department. After every fifteenth day, a report on the work of the department, based on the entries made in the diaries, is compiled and submitted to the Chief of the Bureau who forwards it to the Municipality.
6. Each department shall detail its officers to pick out from Chinese and foreign newspapers daily all articles pertaining to the work of the various departments and forward them to the First Department which shall file and index them for reference purposes.
7. Officers sent out to make inquiries must keep a note book and make notes regarding the details of these inquiries. Matters which have some relations with the inquiries and which are incidentally discovered in the course of these inquiries should also be recorded. After returning to the office, officers detailed to make inquiries must submit a written report on the result of his inquiries but in the case of inquiries of a brief or trivial nature a verbal report will suffice.
8. The Chief of the Bureau will detail officers to act as representatives of the Bureau or to interview visitors.
9. The Chief of the Department must detail one of his subordinates to take his place when he is absent from office. If the period of his absence exceeds three days, he should request the Chief of Bureau to detail an officer to take his place. All other officers before being absent from office must consult the Chief of Department in order that their work may be taken over by some other body.
10. When the secretary is absent from office, the Chief of Bureau may detail another person to perform his duties and when the secretary is busy the Chief of Bureau will appoint an assistant to help him.

11. The divulgence of confidential information by any officer is prohibited.

**Chapter II**  
**Organization of the Various Departments.**

12. The following eight sections are established in the First Department :

- a. Documentary
- b. Compilation
- c. Statistics
- d. Receiving and Despatching
- e. Files
- f. Accounting
- g. General
- h. Books & Publications.

(a) Duties of Documentary Section :

- 1. Drafting of documents of the First Department and documents which do not belong to the other departments.
- 2. Using and keeping of official seals.
- 3. Selection and examination of officers of the Bureau.
- 4. Control of staff.

- 5. Writing and copying of all documents of the Bureau.

(b) Duties of Compilation Section :

- 1. Compilation of Bureau reports.
- 2. Promulgation of documents of the Bureau.

- 3. Minutes of Bureau meetings.

(c) Duties of Statistics Section :

- 1. Compilation of statistics regarding matters of which the Bureau is in charge.
- 2. Sketches and tables of statistics.

(d) Duties of Receiving and Despatching Sections

- 1. Receiving and despatching of all documents of the Bureau and the recording of subjects and numbers of these documents.
- 2. Distribution of documents of the Bureau.

(e) Duties of Files Section :

- 1. Indexing and classification of files of all departments.
- 2. Keeping of files of all departments.
- 3. Registration, etc., of files of all departments.

(f) Duties of Accounting Section :

- 1. Preparation of budgets and accounts.
- 2. Registration, keeping, etc., of all books and vouchers.
- 3. Receipts and payments.

(g) Duties of General Section :

- 1. Taking care and repairing of buildings and offices.
- 2. Purchasing and taking care of furniture, articles, etc.
- 3. Printing matters.

- 4. Preparation of rites and liaison matters.

- 5. Employment and control of coolies, etc.

- 6. Hygienic matters.

(h) Duties of Books and Publications Section :

- 1. Indexing and classification of all books and publications.
- 2. Keeping of books and publications.
- 3. Repairing and registration of books and publications.
- 4. Publication of weekly and monthly journals of the Bureau.

13. The following nine sections are established in the Second Department :

- a. Construction
- b. Examination and Investigation.
- c. Arbitration
- d. Inspection
- e. Registration
- f. Statistics
- g. Copying and translation
- h. Consultation and Inquiry
- i. Documentary.

## (a) Duties of Construction Sections:

1. Plans and policy about agricultural, industrial and commercial matters.
2. Development of Forestry and rearing of domestic animals.
3. Planning of industrial testing houses.
4. Planning of matters relating to examination of instruments of measure and weight.
5. Establishment of national goods bazaars, expositions, etc.
6. Other agricultural, industrial and commercial matters.

## (b) Duties of Examination and Investigation Sections:

1. Examination and approval of applications for registration from agricultural, industrial and commercial bodies.
2. Examination and investigation of national products.
3. Examination and approval of rules and regulations pertaining to agriculture, industry and commerce.
4. Examination and approval regarding protection, suppression and encouragement of agriculture, industry and commerce.
5. Consideration of petitions from agricultural, industrial and commercial bodies.

## (c) Duties of Arbitration Section:

1. Arbitration in disputes among agricultural, industrial and commercial ~~employees~~ enterprises.

## (d) Duties of Inspection Section:

1. Inspection of all agricultural, industrial and commercial bodies.

## 2. Inspection of factories.

## 3. Inspection of conditions of villages and countries.

## 4. Inspection of commercial conditions.

## 5. Other inspection work.

## (e) Duties of Registration Section:

1. Registration of all agricultural, industrial and commercial organizations.

2. Registration of applications from agricultural, industrial and commercial establishments that their establishments be kept on the records of the Bureau.

3. Registration of all kinds of investigation forms.

## (f) Duties of Statistics Department Section:

1. Investigation and statistics regarding agricultural, industrial and commercial matters.

2. Investigation and statistics regarding raw material for industry and industrial products.

3. Investigation and statistics regarding prices of principal commodities within the area of the Municipality.

4. Investigation and statistics regarding the export trade.

5. Investigation and statistics regarding internal and foreign exchange rates and the money market.

6. Investigation and statistics regarding agriculture, industry and commerce in foreign countries.

7. Investigation and statistics regarding other matters.

## (g) Duties of Compilation and Translation Section:

1. Compilation of rules and regulations regarding

## agriculture, industry and commerce.

2. Compilation and translation of miscellaneous books on agriculture, industry and commerce.

3. Compilation and translation of books on conditions of agriculture, industry and commerce in foreign countries.

4. Compilation of publications of the Bureau.

5. Compilation and translation of other agricultural, industrial and commercial matters.

## (h) Duties of Consultation and Inquiry Section:

1. Consultation, inquiry and answers regarding improvement of agricultural products.

2. Consultation, inquiry and answers regarding technical equipments for industry.

3. Consultation, inquiry and answers to inquiries regarding development of commerce and commercial matters both in China and abroad.

4. Consultation, inquiry and answers regarding other agricultural, industrial and commercial matters.

## (1) Duties of Documentary Section :

1. Drafting of various documents of the 2nd Department.
2. Receiving and despatching all documents for and from the 2nd Department.
3. Writing and copying of documents of the 2nd Department.
4. Taking minutes of various meetings.

## 14. The following eight sections are established in the Third Department :

- a. Construction
- b. Examination and Investigation
- c. Arbitration
- d. Inspection
- e. Registration
- f. Statistics
- g. Compilation
- h. Documentary

## (a) Duties of Construction Section :

1. Training and improvement of working conditions of farmers and labourers.
2. Plans and suggestions for educating farmers and labourers.
3. Other construction work.

## (b) Duties of Examination and Approval Section :

1. Examination and approval of factory rules.
2. Examination and approval of rules and regulations of labour unions.
3. Examination and approval of agreements concluded between employers and employees.
4. Examination and approval of contracts concluded between landlords and tenants (farmers).
5. Examination and approval of other matters.

## (c) Duties of Arbitration Section :

1. Arbitration of disputes between labourers and employers.
2. Arbitration of disputes between landlords and farmers.
3. Arbitration of disputes between labourers themselves.

## (d) Duties of Inspection Section :

1. Inspection and direction in the matter of organization of the various labour unions and farmers associations.
2. Inspection and direction in the matter of requirements and equipments of factories.
3. Inspection of the living conditions of farmers and labourers.

## (e) Duties of Registration Section :

1. Registration of labour and agricultural organizations.
2. Registration of institutions or enterprises affiliated with agricultural and labour organizations.

## (f) Duties of Statistics Section :

1. Investigation and statistics regarding agricultural and labour matters.
2. Compilation and publication of the results of investigations.
3. Preparation of tables of labour statistics.
4. Co-operation with statistical organizations in China and abroad regarding methods of compiling statistics.

## (g) Duties of Compilation and Translation Section :

1. Compilation and translation of rules and regulations regarding agricultural and labour matters.
2. Compilation and translation of agricultural and labour statistics.
3. Compilation and translation of agricultural and labour matters.
4. Duties of Documentary Section :

1. Drafting of various documents of the Third Department.
2. Receiving and despatching all documents for and from the Third Department.
3. Writing and copying of documents of the Third Department.
4. Taking minutes of various meetings.

15. The following eight sections are established in the Fourth Department :

- a. Construction
- b. Examination and Investigation
- c. Relief
- d. Inspection
- e. Registration
- f. Statistics
- g. Compilation and Translation
- h. Documentary

(a) Duties of the Construction Section :

- 1. Drafting of regulations of various social enterprises.
- 2. Improvement of people's living conditions.
- 3. Development of co-operative business.
- 4. Improvement and guidance of public and philanthropic enterprises.
- 5. Arrangements regarding people's staple food.
- 6. Precautions against calamities and other causes of poverty and relief matters.
- 7. Training of the people in matters regarding social life and organization.
- 8. Improvement of morality of the people.
- 9. Suggestions and plans for improving the society generally.

(b) Duties of Examination and Investigation Section :

- 1. Scrutinization of documents.
- 2. Scrutinization of tables and sketches.
- 3. Examination of proposals or schemes.
- 4. Scrutinization of matters compiled and translated.

(c) Duties of Relief Section :

- 1. Relief work in connection with calamities and accidents.
- 2. Relief work in connection with people's food.
- 3. Adjustment of prices of commodities.
- 4. Relief of the poor and indigent.
- 5. Relief of the old, feeble and maimed.
- 6. Relief of women and children.
- 7. Repatriation of refugees and homeless people.

(d) Duties of Inspection Section :

- 1. Inspection of public, philanthropic and other organizations or institutions.
- 2. Inspection in connection with calamities and accidents.
- 3. Investigation of living conditions of the people.
- 4. Investigation of social evils.

(e) Duties of Registration Section :

- 1. Registration of public and philanthropic institutions.
- 2. Keeping in order of all data of investigation.
- 3. Keeping of data of statistics.
- 4. Registration of Investigation Forms and collection of material or information from files.

(f) Duties of Statistics Section :

- 1. Statistics regarding relief work.
- 2. Statistics regarding people's vocations.
- 3. Statistics regarding people's living conditions.
- 4. Statistics regarding social evils.
- 5. Statistics regarding people's food.
- 6. Statistics regarding retail prices of commodities.
- 7. Statistics regarding other social enterprises.

(g) Duties of Compilation and translation Section :

- 1. Compilation of miscellaneous books about public and philanthropic enterprises.
- 2. Recommendation of social policies in various foreign countries.
- 3. Translation of matters describing the present conditions of public and philanthropic enterprises in various foreign countries.

**4. Compilation of publications of the 4th Department.**

(h) Duties of Documentary Section :

1. Drafting of various documents of the Fourth Department.
2. Receiving and despatching of various documents of the Fourth Department.
3. Writing and copying of various documents of the Fourth Department.
4. Taking of minutes of various meetings of Fourth Department.
5. Preparation of various sketches and tables of the Fourth Department.

**Chapter III**

**Disposal of Documents or Dispatches.**

16. All confidential documents received must be stamped on the cover with the year, date and time they are received and then forwarded to the Secretary who after perusal, submits them to the Chief of Bureau for instructions.
17. All documents addressed to the Chief of Bureau must be delivered to him and not to other persons.
18. Documents jointly drafted by several officers or departments must be signed and stamped by the officers or departments concerned.
19. All drafts of documents must be submitted to the Secretary for approval.

**Chapter IV. Accounts.**

20. In addition to keeping books, tables or statements in accordance with Art. 14 of the Rules of Accountant of the Municipality of Greater Shanghai, the accountant may keep draft books to serve as reminders but entries made in draft books are not to be taken as official entries.
21. In receiving and paying account the accountant should prepare and submit receipt and payment forms for signature by the Chief of Bureau or Chief of Department. The receipt form may be submitted for signature after the money has been actually received, but payment for a sum must be signed before money is actually paid. Payments not exceeding \$10.00 may be sanctioned by the Chief of Department but the payment forms must finally be signed by the Chief of Bureau.
22. All receipt and payment forms must be stamped "Received" or "Paid" as the case may be.
23. Payments above \$50.00 are made by cheques which together with the payment forms should be submitted for signature by the Chief of Bureau.
24. All receipts from persons who received payments must together with other papers, if any, be kept by the accountant.
25. The Accountant should not make payments arbitrarily where such payments have not been approved.
26. A statement of total receipts and payments must be prepared at 5 p.m. daily to be submitted the following morning to the Chief of Bureau through the Chief of Department for perusal and signature. Monthly statements should be dealt with in the same way.
27. The accountant should prepare daily statements of accounts and submit same together with the balance sheets to the Chief of Bureau through the Chief of Department. He should

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also submit a balance sheet each month.

28. Upon receiving approved chits for purchasing articles, the accountant pays the amount stated on the chit. When the purchasing officer has made the purchase and submitted the bills and receipts, the accountant prepares the payment form and enters the item into his book.
29. When the date for paying the wages of the various ~~members~~ officers of the Bureau is ~~due~~, a pay sheet giving the amounts, etc. is prepared and submitted to the Chief of Bureau for signature.
30. The cash money on hand should not exceed \$100 daily except under special circumstances and with the approval of the Chief of Bureau.
31. Before the 10th day of January the accountant prepares a budget of receipts and payments for the ~~half~~ of that year and before the 10th day of July a budget for the 2nd half year and another for the whole year and submits them to the Chief of Bureau.

#### Chapter V

##### Miscellaneous

32. The "Shu Wu Yuan" (an officer who looks after miscellaneous affairs) should affix a numbered label on each piece of furniture or article and prepare an inventory of the articles of the Bureau. It should be mentioned in this inventory whether the article is an old one or newly purchased and in case labels cannot be affixed on the article, a note should also be inserted to this effect. He must examine the furniture and other articles once every six months and submit a new inventory to the Chief of Bureau through the Chief of Department.
33. The "Shu Wu Yuan" should prepare a monthly table giving particulars of things consumed and those in stock, basing on the daily requisition forms and approved chits for purchasing articles, and submit it to the Chief of Bureau through the Chief of Department.
34. Requisition forms should be used whenever anything is required by officers of various departments. Such forms will have to be checked by the departmental chief concerned before they are sent to the Shu Wu Yuan. If the latter finds that he is unable to issue the full amount of articles owing to the stock having run short, he should give whatever is left and make an alteration on the requisition form. In case the articles requisitioned have not been purchased, the form should be returned to the applicant with an explanation that the latter would be supplied the articles as soon as they have been purchased.
35. If the value of articles required by any officer or department is found to be extraordinarily large, the matter should be referred to the Chief of Bureau for a decision.
36. The "Shu Wu Yuan" should from time to time inspect the stocks of all articles with a view to making purchases so as to fill up the stocks before they are exhausted.
37. The Shu Wu Yuan should inspect all places and drinks and eatables of the Bureau and ensure that hygienic principles are observed. He should also see that all ovens, etc. are working diligently.

Chapter VI

## Day and Night Duty.

38. All holidays are included in this rule of day duty.
39. Day duty is from 9 a.m. to 6 p.m. and night duty from 6 p.m. to 9 a.m. Any officer who wishes to be absent from either day or night duty must make arrangements for a substitute beforehand.
40. Officers on day or night duty should keep a note book and write up what they have done whilst on duty. They should hand the notebook to their superiors on the following day. If some important matter must be done immediately, the officer on duty should apply for instructions from the Chief of Bureau or he should ask the Departmental Chief to come to the office immediately to attend to it.

Chapter VII

## Appendix

41. The above regulations are subject to alteration by a decision of the Bureau Meeting.